

CHAPTER 1
COMPREHENSIVE PLANNING

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COMPREHENSIVE PLANNING

Background

The purpose of the Deschutes County Comprehensive Plan is to provide a blueprint for land use conservation and development. This is accomplished through goals and policies that tell a cohesive story of where and how development should occur and what places should remain undeveloped. The Plan provides a consistent policy framework for more specific land use actions and regulations such as zoning. The goals and policies are based on existing conditions and trends, population projections and community values.

This Plan covers a 20-year period from 2010-2030. To remain useful over that time, the Plan must provide clear policy direction, yet remain flexible. As Deschutes County conditions change, legislative amendments will ensure the Plan remains relevant and timely.

The unincorporated areas of the County are covered by this Plan. The cities of Bend, La Pine, Redmond and Sisters each maintain their own comprehensive plans within their respective Urban Growth Boundaries (UGBs). The cities and County use intergovernmental agreements to coordinate land use within UGBs.

In Oregon, comprehensive plans must comply with the statewide planning system, which was adopted in 1973 to ensure consistent and proactive land use policies across the state. While compliance with the statewide system is required, it is also important for a comprehensive plan to reflect local needs and interests. This Plan balances statewide requirements and local land use values.

Purpose of this Chapter

The purpose of this chapter is to clarify the reason and purpose of comprehensive planning, look at the role of the community in planning processes and to discuss basic land use principles. The chapter is divided into three sections.

Introduction

Community Involvement

Land Use

1.1 Introduction

Cross-References



Related Documents

- Report of Deschutes County Long-Range Planning Conference 1968
- Resource Element
- PL-15
- Plan 2000
- Deschutes County Transportation Plan
- Deschutes Junction Community Plan
- Terrebonne Community Plan
- Tumalo Community Plan



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1.1 Introduction



Snap Shot of Deschutes County

Deschutes County lies in the heart of the State of Oregon and encompasses a total of 3,054 square miles. The County was created in 1916 from a portion of Crook County and was named for the Deschutes River.

Deschutes County is defined in part by the variety and beauty of the natural landscape. On the western side of the County, large snow-capped volcanoes tower over pine forests dotted with mountain lakes. The eastern side is characterized by high desert, sagebrush and large buttes. The Deschutes River runs tributaries and springs.

Approximately 80 percent of the land in the County is publicly held, owned by the federal, state or county governments. Many of these lands are managed for public use and provide easy access for both residents and visitors to hiking, biking, hunting, fishing, canoeing, skiing and other opportunities to enjoy the outdoors.

These natural amenities make Deschutes County a great place to live. The U.S. Census in 2000 estimated Deschutes County's population at 116,600. According to Deschutes County's Population Forecast, the population will grow to 240,811 by 2025. Extrapolating the forecast out five years, the County anticipates a 2030 population of 266,538. Of that number, approximately 88,748 people are expected to reside in the unincorporated areas covered under this Plan.

Legal Framework

In 1973 the Oregon Legislature adopted a statewide planning system that draws a bright line between urban and rural land uses, channeling growth into urban areas while protecting farm and forest lands. Public outreach around the State led to the adoption of 19 Statewide Planning Goals (Statewide Goals). These Statewide Goals are implemented through local governments' adopted comprehensive plans. Local comprehensive plans are reviewed for compliance with the Statewide Goals by the Oregon Land Conservation and Development Commission (LCDC), a seven-member committee appointed by the Governor and staffed by the Department of Land Conservation and Development (DLCD). The comprehensive plans are, in turn, implemented through zoning, land division ordinances and other planning techniques.



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The majority of the Statewide Goals are written broadly, with specific regulations specified either in Oregon Revised Statute (ORS) or Oregon Administrative Rule (OAR). LCDC adopts the OARs which clarify and implement the State Goals. Over time, the rules, regulations and case law defining the Statewide Goals have become more detailed and complex, and are a significant factor in determining the elements of a comprehensive plan.



Statewide Planning Goals

- Goal 1 Citizen Involvement:** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
- Goal 2 Land Use Planning:** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- Goal 3 Agricultural Lands:** To preserve and maintain agricultural lands.
- Goal 4 Forest Lands:** To conserve forest lands by maintaining the forest land base and to protect the State's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.
- Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces:** To protect natural resources and conserve scenic and historic areas and open space.
- Goal 6 Air, Water, and Land Resources Quality:** To maintain and improve the quality of the air, water, and land resources of the state.
- Goal 7 Areas Subject to Natural Hazards:** To protect people and property from natural hazards.
- Goal 8 Recreational Needs:** To satisfy the recreational needs of the citizens of the State and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.



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The Land Conservation and Development Commission (LCDC) adopted the Statewide Planning Goals to provide a legal framework for local land use planning.

Cross-Reference



See ORS 197.195

Note:

Statewide Planning Goal 15 pertains to the Willamette Greenway; Goals 16-19 to coastal areas

Statewide Planning Goals

- Goal 9 Economic Development:** To provide adequate opportunities through the State for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.
- Goal 10 Housing:** To provide for the housing needs of citizens of the State.
- Goal 11 Public Facilities and Services:** To plan and develop a timely, orderly and efficient arrangement of public facilities and service to serve as a framework for urban and rural development.
- Goal 12 Transportation:** To provide and encourage a safe, convenient and economic transportation system.
- Goal 13 Energy Conservation:** To conserve energy.
- Goal 14 Urbanization:** To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

History of Planning in Deschutes County

Deschutes County's first comprehensive plan, *Comprehensive Plan to 1990*, was adopted in 1970. To comply with newly adopted statewide planning regulations a new plan was adopted in 1979, *Deschutes County Year 2000 Comprehensive Plan (Plan 2000)*. In 1981, *Plan 2000* was acknowledged as being in compliance with the Statewide Goals. Along with *Plan 2000*, the County adopted a background document and map. The *Deschutes County Comprehensive Plan Resource Element (Resource Element)* contained valuable background information. The map depicted the long-term general land use categories for all lands in the County.

Over time the County amended *Plan 2000* to comply with changes initiated by the State, the Board of County Commissioners or property owners. Periodic Review, a plan update process once required by the State, was initiated in 1988 and completed in 2003. Periodic Review included major additions and amendments to *Plan 2000* to keep the plan and its policies current with evolving State planning regulations and local conditions. *Plan 2000*, it was codified as Title 23 in the Deschutes County Code.

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Unfortunately, the additions, amendments and codification of the Plan led to a document that was no longer cohesive or user friendly. Some of the original chapters had not been updated since 1979 and contained outdated information. New chapters were added that were not formatted to match the earlier ones. In order to provide consistent and clear land use direction the County initiated a major update and rewrite of Plan 2000 in 2008. This Plan, *Deschutes County Comprehensive Plan 2030*, is a broad revision of Plan 2000.



Summary of Deschutes County Comprehensive Plans

- 1970 Comprehensive Plan to 1990
- 1979 Comprehensive Plan 2000
- 1988-2001 Periodic Review
- 2010 Comprehensive Plan 2030

Creating the Plan

The use of land is a key component of a community's quality of life. Historically, regulation was initiated in this country to mitigate the negative impacts to homes and communities that stem from "incompatible" land uses, like factories or farms. Yet finding the balance between controlling negative impacts for the public welfare and allowing individual property rights can be challenging. Most people want negative impacts from their neighbors' land uses controlled, but they also want the right to use their own properties without restrictions. This makes land use decisions often deeply personal and highly controversial. While consensus may not be possible, one strategy is to look for common ground by building on community values.

In 2009, Deschutes County initiated public conversations to listen to community values about land use issues. This plan integrates the community values communicated through those meetings, with numerous studies documenting current conditions and trends. It has been reviewed for compliance with the Statewide Planning Goals, ORS and OAR.

Components of the Plan update managed as complementary projects, were updates of three chapters: the Transportation System Plan (TSP), destination resort mapping and Regional Problem Solving (RPS) for South Deschutes County. In addition, community plans were initiated for areas that would benefit from a closer look at local issues.



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Cross-Reference



Comprehensive Plan Maps can be found in Appendix A.

The **Comprehensive Plan Map** and **Zoning Map** are available at the Deschutes County Community Development Department office

Community Conversations

County staff and the Deschutes County Planning Commission initiated a community input process in 2008 called Community Conversations. Four goals for community involvement evolved as the process continued.

1. Encourage the community to get involved in setting land use policy
2. Ensure the updated plan addresses community interests and values
3. Create significant and continuing opportunities for informal land use discussions
4. Familiarize the public with the purposes and processes of state land use regulations

Steering Committee Appointed

The Board of County Commissioners designated the seven-member Planning Commission as the Steering Committee for the Comprehensive Plan. The Steering Committee hosted 12 informal public meetings to review and discuss chapters from Plan 2000. At each meeting the discussion focused on a current Comprehensive Plan chapter, the State requirements and current conditions. At some of these meetings, panel discussions were provided.

Community Awareness

A flyer was sent to 42,500 households in the unincorporated areas of the County with their annual 2008 tax bills announcing upcoming Steering Committee meetings. This flyer was also handed out at public meetings and events.

Additionally, a website was launched and continually updated to reflect each community conversation and steering committee meeting. Other media outreach with radio, television, and the local newspaper, the *Bulletin* ensured maximum awareness of the Plan update.

Stakeholder Outreach

Letters were sent to more than 150 governmental/quasi-governmental agencies and local organizations. Staff offered to meet with the agencies and/or attend a community meeting. The goal was to inform stakeholders about the Plan update and discuss to any issues they would like the Plan update to address.

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Community Outreach

Informal meetings were scheduled around the county to hear from the community. Staff divided the County into seven management areas and held community listening sessions in the five areas with a rural population. Additional meetings were held in Terrebonne, Tumalo and Deschutes Junction. In May 2009 planners staffed a booth at the Home and Garden Show, in order to get input from members of the community who traditionally do not attend land use meetings.

Partnerships

County staff worked with various state and federal agencies to identify updated information and policies.

Special Projects

In addition to the public participation undertaken in 2008, the associated projects also required extensive outreach:

- Destination resort remapping
- South County Groundwater
- Transportation System Plan
- Deschutes Junction Community Plan
- Terrebonne Community Plan
- Tumalo Community Plan

Data Collection

Creating a comprehensive plan also requires an understanding of current conditions and anticipated trends. County staff assembled reports and information relevant to the update. For many topics detailed studies already existed. In other areas, staff identified further research to be completed when resources become available. The documents and websites used in gathering information for the updated Plan are referenced at the end of each chapter and in Appendix E.

As noted earlier, the Resource Element was adopted in 1979 to provide background information on County lands and demographics. The Resource Element has been amended over time, adding such studies as the Geothermal Element (January 1985) or the Deschutes County/City of Bend River Study (April 1986). The Resource Element was not updated as part of this process. Where policies were retained that were directly based on specific research in the Resource Element, those studies have been noted in the reference section.



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Plan Organization

Deschutes County Comprehensive Plan 2030 is organized into four chapters:

<i>Chapter 1</i>	Comprehensive Planning
<i>Chapter 2</i>	Resource Management
<i>Chapter 3</i>	Rural Growth Management
<i>Chapter 4</i>	Urban Growth Management

Each chapter contains the following:

<i>Background Text</i>	Information and findings explaining why the goals, policies and actions were chosen.
<i>Goals</i>	A general description of what Deschutes County wants to achieve. The County will direct resources to implement the goals over the 20-year Plan timeframe.
<i>Policies</i>	Statements of principles and guidelines to aid decision making by clarifying and providing direction on meeting the goals.
<i>Actions</i>	Programs, activities or strategies to implement a policy or goal.
<i>References and Additional Findings</i>	A list of resources used in the preparation of each chapter is included at the end of each chapter. Also included are additional findings, supplementation the <i>Background and Text</i> demonstrating consistency with Statewide Goals and associated regulations.

Additionally, Plan 2030 contains six appendices:

Appendix A	Deschutes County Comprehensive Plan Maps
Appendix B	Definitions
Appendix C	Goal Exceptions
Appendix D	Table of Goal 5 Resources
Appendix E	Implementation Table
Appendix F	Internet Links to Local and State Resources

The community plans will be incorporated into Plan 2030 as additional appendices. Note that the goals, policies and actions in this Plan are not anticipated to be completed all at once, but over time.

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Community Vision

As a result of the community outreach a vision emerged that defines what people care about in Deschutes County.

The high quality of life in Deschutes County stems from:

- The beauty, bounty and richness of the natural environment
- A healthy and diverse economy
- Access to a wide variety of outdoor recreational opportunities
- The rural character of the community
- The balance between property rights and government regulation

Using the Plan

The Comprehensive Plan is a tool for dealing with change. It can be used in multiple ways, including:

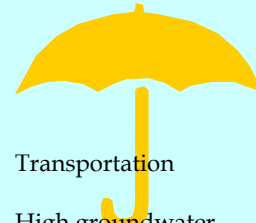
1. To guide public decisions on land use policy when writing codes related to land use such as zoning or land division codes.
2. As a basis for the development of public programs such as capital budgets for schools, parks, streets, and sewers etc.
3. As a basis for the measurement and evaluation of changes in the physical, social or economic makeup of the county. Modifications of the Plan itself may result from this process.
4. To promote inter-government coordination.
5. To strengthen communication with the public.

Future Updates

In order to keep pace with changing needs, this plan needs to be updated and amended periodically. This includes revising the database and re-evaluating the policies. The State calls for a periodic review to ensure the plan stays current with changes in State statutes and rules. Although periodic review is no longer a requirement for Oregon counties, the entire plan should be updated at least every 20 years. Additionally, all plan update processes take place with the benefit of a full range of citizen involvement, including public hearings before the Deschutes County Planning Commission and the Board of Commissioners. The procedures for amending the Comprehensive Plan are outlined in Deschutes County Code, Chapter 22.

1.1 Introduction

Interrelated Plan Elements



- Transportation
- High groundwater development
- Rural development
- Farm and Forest
- Destination resorts
- Wildlife habitat
- Wildland urban interface
- Water quantity and quality

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Background

Involving the public in planning is a critical part of Oregon's land use system. Statewide Planning Goal 1 is intended to ensure that the community has the opportunity to be meaningfully involved in all phases of the land use planning process. To participate in land use decisions, the public needs to be notified of the proposal or project, to understand the legal framework for the decision and to understand the implications of the decision. Minimum noticing requirements are written into Oregon Revised Statute (ORS) and County Code.

The legal framework for planning in Oregon starts with the Statewide Planning Goals and associated statutes and rules. The State land use program was intended to set some basic parameters for good planning and to protect resources, such as the farm and forest lands that were the primary economic drivers for the state. Over time, State regulations have been amended or interpreted through changes to ORS, Statewide Goals, Oregon Administrative Rules and case law. These changes and interpretations have provided legal and technical clarity but make the ideas behind the rules more confusing to the public.

The State land use regulations are implemented by local governments through Comprehensive Plan policies and through more specific zoning and other codes. Writing new policies and code language is often referred to as the legislative process because this is where new regulations are made. Local decision makers determine, within the State planning structure, what policies and codes best meet the needs and values of the community.

Policy implementation occurs when comprehensive plan policies or zoning codes are applied to specific projects or proposals. This is often the stage where the public gets involved. An individual property owner proposes to do something with his or her land. The decision to allow the proposal will be based solely on whether the proposal meets the existing zoning requirements. The reasoning behind the existing regulations is not part of the discussion because that has been established through the adoption of the zoning code.

1.2 Community Involvement

Statewide Planning Goal 1 Citizen Involvement:

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Cross-Reference



Additional policies related to Community Involvement:

- Land Use Planning (Section 1. 3)

COMPREHENSIVE PLANNING

1.2 Community Involvement

Statewide Planning Goal 1

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land use planning process.

Excerpt from
OAR 660-015-0000(1)



Defined Terms

- Citizen Advisory Committee
 - Committee for Citizen Involvement
- See **Appendix B** for Definitions

Advisory Committees

Advisory Committees provide a vital link between County government and its citizenry. The descriptions below summarize Deschutes County's land use related advisory committees.

Deschutes County Planning Commission

The Deschutes County Planning Commission is the planning commission for the unincorporated area of the County outside the adopted Urban Growth Boundaries of the Bend, La Pine, Redmond, and Sisters urban areas. The Deschutes County Planning Commission is composed of seven members that provide recommendations to the Board of County Commissioners (Board) on land use policy. The members are volunteer county citizens appointed to four year terms by the Board. The Planning Commission is established pursuant to ORS 215.020 and 215.030.

Membership of the commission is as much as possible, representative of the various geographic areas of the County. This generally consists of the following:

- One member from the south County area of La Pine and Sunriver (Townships 19-22);
- Two members from the Bend area (Townships 17 and 18);
- One member from the Tumalo area (Townships 16, Ranges 11 or 12);
- One member from the Sisters area (Townships 14 or 15, Ranges 9, 10 and 11);
- One member from the Redmond area (Townships 14 or 15, Ranges 12 or 13); and,

Project Wildfire

Project Wildfire is a committee formed to coordinate, develop and implement strategies to mitigate the effects of losses due to natural disasters that strike Deschutes County. Project Wildfire is composed of 15 to 27 members who reside or represent agencies within Deschutes County. All members are appointed by the Board and serve four years. More information on Project Wildfire can be found in Chapter 3.4, Natural Hazards.

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1.2 Community Involvement

Deschutes Provisional Advisory Committee

The Deschutes Provisional Advisory Committee (PAC) is one of twelve in the Western U.S. to facilitate the successful implementation of the 1994 Record of Decision for Amendments to the Forest Service and Bureau of Land Management Planning Documents within the Range of the Northern Spotted Owl. Each PAC provides advice regarding implementation of a comprehensive ecosystem management strategy for Federal land within a province. The PACs provide advice and recommendations to promote better integration of forest management activities between Federal and non-Federal entities to ensure that such activities are complimentary. Each PAC is comprised of approximately 29 members and meets about four times annually; including one or two field trips, which give participants a broad perspective of Northwest Forest Plan provincial accomplishments.

Historic Landmarks Commission

The Historic Landmarks Commission serves as a hearings body for matters concerning historical districts, buildings and structures and sites within the County and the cities of Bend, La Pine, Redmond and Sisters. The Landmarks Commission is composed of nine voting and a number of non-voting ex-officio members who have demonstrated expertise in historic preservation related disciplines. Commissioners serve four year terms.

Deschutes River Mitigation and Enhancement Committee

The Deschutes River Mitigation and Enhancement Program helps achieve Oregon Department of Fish and Wildlife (ODFW) habitat and management goals and objectives within the Upper Deschutes River sub-basin, consistent with an agreement between the Central Oregon Irrigation District (COID) and ODFW. As part of that agreement COID provides ODFW with funds to develop and implement a fish and wildlife habitat mitigation and enhancement program for the Upper Deschutes River Basin. All mitigation and enhancement grant proposals plans are subject to review by the Deschutes River Mitigation and Enhancement Committee. The Deschutes River Mitigation and Enhancement Committee has seven voting members appointed to three year terms by the Deschutes County Board of County Commissioners. More information on the Deschutes River Mitigation and Enhancement Committee can be found in the Chapter 2.6, Rivers, Streams and Fish.

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1.2 Community Involvement

Deschutes County Issues and Goals

Key Issues

1. **Community involvement leads to better planning by providing a variety of views and ideas.**
2. **Community involvement in planning requires an open, transparent process.**

Goals

1. **Maintain an active community involvement program that informs and engages the public.**
2. **Ensure opportunities for the community to be involved in the fair, open and accessible development and implementation of land use policies.**



Community Meeting – La Pine

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Community Involvement Policies

Goal 1 Policies

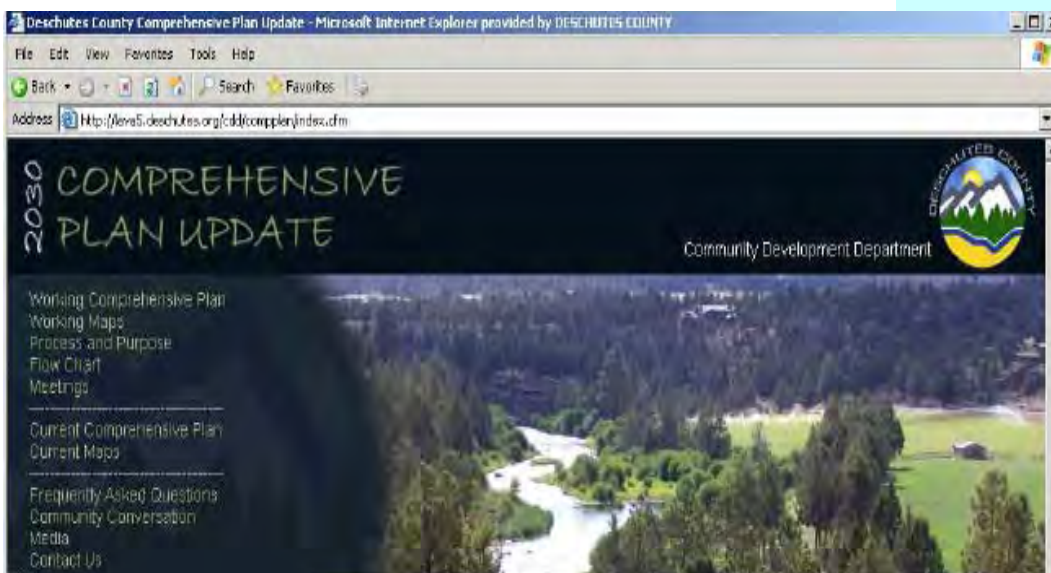
- 1.2.1 This chapter will serve as the Community Involvement Program.
- 1.2.2 The Planning Commission shall operate as the Committee for Community Involvement (CCI).

Goal 2 Policies

- 1.2.3 Utilize a variety of tools and technologies to communicate with the community.
- 1.2.4 Encourage community participation in planning policy discussions and regional planning initiatives.
- 1.2.5 Promote dialog and trust between Planning Staff and other County departments and committees, government agencies, stakeholder organizations and the wider community.
- 1.2.6 Land use reports should be accessible to the general public, with acronyms spelled out and technical language explained.

1.2 Community Involvement

**The County
Planning
Commission is
also the
Committee for
Community
Involvement**



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Community Involvement Action Items

Ongoing Actions

Action for Policy 1.2.1

A.1.2.1 Complete a report on Community Involvement implantation once a year for the State Citizen Involvement Advisory Committee, the Board of County Commissioners, the Planning Commission and the public.

Actions for Policy 1.2.2

A.1.2.2 Recruit members of the Planning Commission through an open and public process.

A.1.2.3 Planning Commission appointments will, to the extent possible, be representative of the larger community and each geographic area of the County.

A.1.2.4 The Planning Commission shall be provided regularly with information on planning law and planning policy issues.

A.1.2.5 Funding and staffing of the Planning Commission shall be maintained.

A.1.2.6 Use speakers, panel discussions, handouts and other tools to provide information to the Planning Commission and attending public.

A.1.2.7 The Planning Commission shall meet with the Board of County Commissioners at least once a year to coordinate planning policies and activities.

Actions for Policy 1.2.3

A.1.2.8 Continuously review new technologies to find ways to effectively and efficiently communicate with the public.

A.1.2.9 Proactively use tools such as surveys, focus groups or open houses to initiate two-way conversations about planning.

A.1.2.10 Maintain an updated mailing list of local, state and federal agencies, quasi-governmental agencies and organizations.

A.1.2.11 Post all planning applications, decisions and projects on the website.

1.2

Community Involvement

Ongoing Actions

- Actions that continue over time. Many of these actions are currently being done and are included to ensure they continue.

Early Action Items

- Actions taken within 5 years of the adoption of Comprehensive Plan 2030

Mid-Term Action Items

- Actions taken within 5-10 years of the adoption of Comprehensive Plan 2030

Long-Term Action Items

- Actions taken within 10-20 years of the adoption of Comprehensive Plan

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1.2 Community Involvement

Community Involvement Action Items

- A.1.2.12** Maintain and expand opportunities to submit plans and applications electronically.

Actions for Policy 1.2.4

- A.1.2.13** For comprehensive plan and zoning text amendments provide the staff report at early as possible.
- A.1.2.14** Where possible schedule a public hearing on area specific comprehensive plan or zoning text amendments in a location convenient to residents of the area affected.

Action for Policy 1.2.5

- A.1.2.15** Proactively reach out to the community to assess planning procedures and to discuss concerns.

Early Actions

Action for Policy 1.2.3

- A.1.2.16** Review and revise the County website to ensure an updated set of links to land use websites related to planning and other agencies and jurisdictions.

Actions for Policy 1.2.4

- A.1.2.17** Create guidelines to promote community outreach ideas for comprehensive plan and zoning text amendments.
- A.1.2.18** Amend County Code to require pre-application meetings for comprehensive plan and zoning text amendments.
- A.1.2.19** For major or potentially contentious projects as determined by the Planning Director at a pre-application meeting, require the applicants to hold an informal community meeting before submitting an application.

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This chapter establishes the overall framework for the development and implementation of plans and policies for land use within the county. Statewide planning guidelines require each county to establish a land use planning process that is based on current issues, factual information and evaluation of alternatives. The policies in this chapter assure that the County's land use policies are current, fact-based, and responsive to change. They respond to the need for coordination between the cities and the county and provide for full public access to plan documents and the information upon which land use decisions are based.

As noted throughout this Plan, there are two important things to remember. First, the Oregon land use system draws a bright line between rural and urban lands and promotes new growth and infrastructure in urban areas. Growth on rural lands is restricted to protect the farms, forests and natural resources. Deschutes County is required to plan in compliance with the State planning system in order to promote orderly and efficient growth and protect the resources important to Oregonians.

Second, land use is often controversial because ultimately it affects our quality of life. A property owner may choose to keep pigs, or start a day care center or own a dog. For each of those uses there may be impacts on the neighbor in the form of odors, traffic or barking. Land use regulations attempt to find a balance between permitting property owners the freedom to use their property however they choose and protecting livability for the neighborhood.

This balance is especially tricky when the impacts of land use restrictions fall most heavily on small groups of residents while the benefits are widespread. It is easy to understand restrictions that are placed on certain land uses, such as factories or feedlots, where the use itself has a potential to negatively impact air or water quality for the wider community. Yet, there is still a trade-off, with the property owner stressing the economic benefits of the use to the community and the neighborhood emphasizing the impacts.

1.3 Land Use Planning

Statewide Planning Goal 2

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents.

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1.3 Land Use Planning

The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Excerpt from
OAR 660-015-0000(2)

More challenging is where the restrictions proactively protection existing resources. For example protecting wetlands benefits the wider community because of the role that wetlands play in filtering water, managing stormwater and sustaining an ecosystem suitable for fish and wildlife. Yet the costs of the wetland protection fall on the small group of people owning wetland properties. While many people recognize the benefits of owning these properties for others the restrictions seem unfair and burdensome.

Even when everyone agrees there is a potential land use conflict, such as a day care center, there can be lively disagreements over how to control or mitigate the impacts. The size of the property, number of children allowed, parking, noise levels, distance of the playground from neighbors all generate controversy. This Plan recognizes the tensions involved in creating land use policies and action items.

Comprehensive Plan Designations and Associated Zoning

The Comprehensive Plan Map (Map) illustrates the County's goals and policies. The Map describes land use categories that provide for various types of development and conservation for the rural area during the 20-year planning period.

Each Comprehensive Plan designation provides the land use framework for establishing zoning districts. Zoning defines in detail what uses are allowed for each area. The Deschutes County zoning map exists in official replica form as an electronic map layer within the County geographic information system.



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1.3 Land Use Planning

Table 1 - Comprehensive Plan and Zoning Designations

Comprehensive Plan Designation	Associated Zoning
<i>County-wide designations</i>	
Agriculture	All EFU subzones
Airport Development	AD, AS
Forest	F-1, F-2
Open Space and Conservation	OS&C
Rural Residential Exception Area	RR-10 and MUA-10
Surface Mining	SM
<i>Area specific designations</i>	
Urban Unincorporated Community	All Sunriver subzones
Resort Community	All Black Butte Ranch and Inn of the 7 th Mountain/Widgi Creek subzones
Rural Community	All Tumalo and Terrebonne subzones
Rural Service Center	All RSC zones
Rural Industrial	Rural Industrial
Rural Commercial	Rural Commercial

Source: County Geographical Information System



Comprehensive Plan Designations

Agriculture (AG): To preserve and maintain agricultural lands for farm use.

Airport Development (AD): To allow development compatible with ongoing airport use while mitigating impacts on surrounding lands.

Forest (F): To conserve forest lands for multiple forest uses.

Open Space and Conservation (OS&C): To protect designated areas, particularly those with fragile, unusual or unique scenic and natural resources, from development.

Rural Residential Exception Areas (RREA): To provide and regulate rural residential in areas outside urban growth boundaries and unincorporated communities and not designated farm or forest lands.

Surface Mining (SM): To protect surface mining resources from development impacts while protecting development from mining impacts.

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1.3 Land Use Planning

Urban Unincorporated Community (UUC): To enforce Oregon Administrative Rule 660-22 for existing urban development not located in cities.

Rural Community (RC): To enforce Oregon Administrative Rule 660-22 for existing semi-urban development not located in cities.

Resort Community (RC): To enforce Oregon Administrative Rule 660-22 for existing resort developments that are not classified as destination resorts.

Rural Service Center (RSC): To enforce Oregon Administrative Rule 660-22 for existing rural commercial areas which also contain residential uses.

Rural Commercial (RC): To regulate existing areas of isolated rural commercial development that do not fit under Oregon Administrative Rule 660-22.

Rural Industrial (RI): To regulate existing areas of isolated rural industrial development that do not fit under Oregon Administrative Rule 660-22.

Population

An important part of land use planning is understanding the current and projected population statistics. The following table displays the 2004 coordinated population forecast for Deschutes County and the urban growth boundaries of the cities of Bend, Redmond, and Sisters from 2000 to 2025:

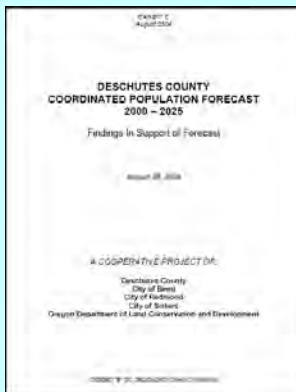


Table 2 - 2000 to 2025 Coordinated Population Forecast

2000-2025 Coordinated Population Forecast					
Year	Bend UGB	Redmond UGB	Sisters UGB	Unincorporated County	Total County
2000	52,800	15,505	975	47,320	116,600
2005	69,004	19,249	1,768	53,032	143,053
2010	81,242	23,897	2,306	59,127	166,572
2015	91,158	29,667	2,694	65,924	189,443
2020	100,646	36,831	3,166	73,502	214,145
2025	109,389	45,724	3,747	81,951	240,811

The process through which the County and the cities coordinated to develop the 2000-2025 coordinated forecast is outlined in the report titled *Deschutes County Coordinated Population Forecast 2000-2025: Findings in Support of Forecast*. It is consistent with ORS 195.025 and 660-024-0030.

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The fourth city in Deschutes County is the City of La Pine. Incorporated on November 7, 2006, the City of La Pine's 2006 population estimate of 1,590 was certified by Portland State University, Population and Research Center on December 15, 2007. As of January 1, 2009, La Pine is coordinating with the Oregon Department of Land Conservation and Development to develop its first comprehensive plan. As a result of La Pine incorporation, Deschutes County updated its Coordinated Population Forecast with Ordinance 2009-006.



The purpose of this modification was to adopt a conservative twenty-year population forecast for the City of La Pine that can be used by city officials and the Oregon Department of Land Conservation and Development to estimate future land need and an urban growth boundary (UGB). The following table displays the coordinated population forecast for Deschutes County, the UGBs of the cities of Bend, Redmond, and Sisters, and the city of La Pine from 2000 to 2025. By extending the growth rate to the Year 2025, La Pine's population will be 2,352. Deschutes County's non-urban unincorporated population decreases by 2,352 from its original projection of 81,951 to 79,599. Extending the growth rate to the Year 2029 results in a twenty year population estimate of 2,566 for La Pine.

2030 Population Estimate

Table 3 - 2000 to 2025 Coordinated Population Forecast with La Pine

2000-2025 Coordinated Population Forecast						
Year	Bend UGB	Redmond UGB	Sisters UGB	La Pine UGB	Unincorp. County	Total County
2000	52,800	15,505	975	-	47,320	116,600
2005	69,004	19,249	1,768	-	53,032	143,053
2010	81,242	23,897	2,306	1,697	57,430	166,572
2015	91,158	29,667	2,694	1,892	64,032	189,443
2020	100,646	36,831	3,166	2,110	71,392	214,145
2025	109,389	45,724	3,747	2,352	79,599	240,811

The following table estimates Deschutes County population by the Year 2030. This forecast uses conservative average annual growth rates, cited in *Deschutes County Coordinated Population Forecast 2000-2025: Findings in Support of Forecast*. As the subsequent pie chart indicates, if population occurs as forecasted, 67% of Deschutes County residents will live will reside in urban areas by 2030.

COMPREHENSIVE PLANNING

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ORS 195.025

Regional coordination of planning activities; alternatives.

(1) In addition to the responsibilities stated in ORS 197.175, each county, through its governing body, shall be responsible for coordinating all planning activities affecting land uses within the county, including planning activities of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county.

Table 4 - Deschutes County 2030 Population Forecast

Deschutes County 2030 Population Forecast						
Year	Bend UGB	Redmond UGB	Sisters UGB	La Pine UGB	Unincorp. County	Total County
2030	119,009	51,733	4,426	2,623	88,748	266,538

Bend's average annual growth rate from 2025 to 2030 is 1.70%

Redmond's average annual growth rate from 2025 to 2030 is 2.50%

Sisters' based their population on forecasted rates of building growth, residential housing units, and persons per dwelling unit

La Pine's average annual growth rate from 2025 to 2030 is 2.20%

Deschutes County's unincorporated area average annual growth rate from 2025 to 2030 is 2.20%

Intergovernmental Coordination

Regional Coordination

Deschutes County is responsible for coordinating all planning activities affecting land uses within the county, including planning activities of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county. Responsibilities include but are not limited to:

- Coordinating Population Forecasts
- Coordinating with special districts, including irrigation districts, park districts, school districts, sewer districts, and water districts
- Establishing Cooperation Agreements with special districts that provide an urban service in a UGB
- Coordinating with the U.S. Forest Service and Bureau of Land Management
- Joint Management Agreements with municipalities for managing urban growth areas (areas outside city limits, but inside a UGB)
- Establishing Urban Reserve Areas

Cooperative Agreements

Cities are required to enter into a cooperative agreement with each special district that provides an urban service within a UGB. The appropriate city may also enter into a cooperative agreement with any other special district operating within a UGB. Agreements must:

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- Describe how the city or county will involve the special district in comprehensive planning, including plan amendments, periodic review and amendments to land use regulations;
- Describe the responsibilities of the special district in comprehensive planning, including plan amendments, periodic review and amendments to land use regulations regarding provision of urban services;
- Establish the role and responsibilities of each party to the agreement with respect to city or county approval of new development;
- Establish the role and responsibilities of the city or county with respect to district interests including, where applicable, water sources, capital facilities and real property, including rights of way and easements;
- Specify the units of local government which shall be parties to an urban service agreement under ORS 195.065.

Urban Service Agreements

Deschutes County has the responsibility for convening representatives of all cities and special districts that provide or declare an interest in providing an urban service inside a UGB within the county, for the purpose of negotiating an urban service agreement. Urban service means:

- Sanitary sewers;
- Water;
- Fire protection;
- Parks;
- Open space;
- Recreation; and
- Streets, roads and mass transit.

Special Districts

Special districts are defined in ORS 198.010 and are recognized as a government body. They are listed on the next page. More information on special districts with a land use emphasis can be found in 3.5, Rural Infrastructure. Irrigation districts are described in detail in 2.2, Agriculture and 2.4, Water Quantity and Quality.

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Table 5 - Special District List

• Utility district.	• Rural fire protection district
• Water supply district	• Irrigation district
• Cemetery maintenance district	• Drainage district
• Park and recreation district organized	• Water improvement district
• Mass transit district	• Water control district
• Metropolitan service district organized	• Weather modification district
• Special road district	• Port district
• Road assessment district	• Geothermal heating district
• Highway lighting district.	• Transportation district
• Health district	• Library district
• Sanitary district	• 9-1-1 communications district
• Sanitary authority, water authority or joint water and sanitary authority	• Heritage district organized under
• Vector control district	• Soil & water conservation district

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Deschutes County Issues and Goals

1.3 Land Use Planning

Key Issues

1. Cooperation between the County, other agencies and jurisdictions and non-profit organizations leads to better planning.
2. County owned lands need to be managed for the benefit of County residents.
3. Land use planning should be transparent, fair and based on factual information

Goals

1. Promote regional cooperation on planning issues.
2. Manage County owned lands efficiently, effectively and in a manner that is flexible, but balances the needs of County residents.
3. Maintain a transparent land use process in which decisions are based on factual information.



COMPREHENSIVE PLANNING

1.3 Land Use Planning



Land Use Policies

Goal 1 Policies

- 1.3.1** As defined throughout this Plan, actively coordinate with other governmental and quasi-governmental agencies on land use and other issues.
- 1.3.2** As defined throughout this Plan, actively coordinate with non-profit organizations whose interests and actions mesh with County interests and actions.
- 1.3.3** Develop land use plans with an emphasis on the triple bottom line: environmental health, economic prosperity, and social equity.

Goal 2 Policies

- 1.3.4** Public ownership of properties along rivers, streams and creeks shall be maintained and increased where feasible.
- 1.3.5** Public ownership of properties with wildlife, scenic or open space values shall be maintained and increased where feasible.
- 1.3.6** Maintain a list of County owned lands with Statewide Goal 5 values.
- 1.3.7** Manage park lands to preserve the values defined in the park designation.

Goal 3 Policies

- 1.3.7** Update the Comprehensive Plan as needed, but at least every 20 years, in order to ensure it responds to current issues, opportunities, and concerns.
- 1.3.9** At a minimum, copies of the Comprehensive Plan shall be available for review at the public libraries, the Community Development Department, and on the County's website.
- 1.3.10** Regularly review and update as needed intergovernmental agreements.
- 1.3.11** Consider coordinated future population projections when undertaking long range planning efforts.
- 1.3.12** Maintain records of the background information and findings upon which the Comprehensive Plan and land use decisions are based. These records shall be available to the public.

COMPREHENSIVE PLANNING

Land Use Planning Action Items

1.3 Land Use Planning

Ongoing Actions

Actions for Policy 1.3.1

- A.1.3.1** Provide affected agencies an opportunity to comment on land use policies or actions that would impact their jurisdiction.
- A.1.3.2** Where feasible, provide County input on agency plans that would affect Deschutes County residents.
- A.1.3.3** Work cooperatively to ensure recreational access to federal and state lands.

Action for Policy 1.3.2

- A.1.3.4** Participate in public, private and non-profit endeavors that support County objectives.

Action for Policy 1.3.4

- A.1.3.5** Properties acquired by foreclosure and located along rivers, streams or creeks should be designated park lands.

Action for Policy 1.3.5

- A.1.3.6** Properties acquired by foreclosure and containing significant wildlife, scenic or open space values, as determined by the Board of County Commissioners, should be designated park lands.

Actions for Policy 1.3.6

- A.1.3.7** In cooperation with Oregon Department of Fish and Wildlife identify properties with Goal 5 wildlife resources that would be appropriate for public acquisition.
- A.1.3.8** Support projects that identify river front properties that would be appropriate for public acquisition.

Action for Policy 1.3.7

- A.1.3.9** Protect and enhance on County-owned land fish and wildlife habitat where feasible.
- A.1.3.10** Unless posted otherwise, permit public access to County owned lands designated as parks.

- Ongoing Actions**
- Actions that continue over time. Many of these actions are currently being done and are included to ensure they continue.

- Early Action Items**
- Actions taken immediately or within 5 years of the adoption of Comprehensive Plan 2030

- Mid-Term Action Items**
- Actions taken within 5-10 years of the adoption of Comprehensive Plan 2030

- Long-Term Action Items**
- Actions taken within 10-20 years of the adoption of Comprehensive Plan

COMPREHENSIVE PLANNING

1.3 Land Use Planning



Land Use Action Items

Action for Policy 1.3.10

A.1.3.11 Review and update urban management agreements as needed.

Early Actions

Action for Policy 1.3.6

A.1.3.12 Develop a list of County owned lands with Goal 5 values.

A.1.3.13 Adopt standards for consolidating access to public lands that minimize land fragmentation.

Actions for Policy 1.3.10

A.1.3.14 Review and update the intergovernmental agreement between the County and the U.S. Forest Service

A.1.3.15 Review and update the intergovernmental agreement between the County and the Bureau of Land Management.

COMPREHENSIVE PLANNING

Citizen Involvement Additional Findings and References

1.2.a Comprehensive Planning is required by the State of Oregon. It is also an important tool in creating a cohesive plan for future growth and conservation. Comprehensive Planning translates community values into specific goals, policies and actions.

1.2.b Continued public awareness and citizen participation in the ongoing planning process is essential to responsible decisions which recognize public concerns and priorities.

1.2.c Advisory Committees provide a vital link between County government and its citizenry.

1.2.d Many residents do not understand how County land use decisions are made and would benefit if educational materials were available.

1.2.e Deschutes County finds that this chapter meets state requirements outlined in Statewide Goal 1 and promotes community involvement in planning.

1.2.f The residents of Deschutes County seek to create and sustain responsive government agencies that offer meaningful opportunities for public service and effective participation in policy and decision-making.

1.2.g Many residents do not understand how County land use decisions are made and would benefit if educational materials were available.

1.2.h Deschutes County finds that this chapter implements part of the requirements outlined in Statewide Goal 2 and promotes effective land use planning.

1.2.i Community involvement in planning is required by the State of Oregon. The public input process described in this plan was created to allow opportunities for all members of the community to provide input.

References

Oregon Department of Land Conservation and Development.
Goal 1: Citizen Involvement.
Oregon's Statewide Planning Goals and Guidelines.

Putting the People in Planning: A Primer on Public Participation in Planning, produced by Oregon's Citizen Involvement Advisory Committee – Third Edition – May 2008

COMPREHENSIVE PLANNING

Land Use Additional Findings and References

1.3.a Land use plans are required to be adopted by the governing body after public hearings and shall be reviewed and revised on a periodic cycle to take into account changing public policies and circumstances.

OAR 660-015-0000(2)

1.3.b Comprehensive Plans are required to be filed in a public office or other location easily accessible to the public.

OAR 660-015-0000(2)

1.3.c The County's Comprehensive Plan, all affected city plans, and agreements established between the County and the cities must all be consistent with one another.

OAR 660-015-0000(2)

1.3.d Oregon's statewide planning program was established in order to preserve farm and forest lands and limit rural residential development to areas where goal exceptions have been allowed. Rural residential goal exceptions are typically found where dwellings existed prior to adoption of the statewide planning program.

1.3.e The Deschutes County Coordinated Population Forecast estimates the County's population to be 266,538 by 2030.

1.3.f Access to public records gives County citizens, staff, and public officials the ability to better understand the basis for policy direction and decisions.

Deschutes County Coordinated Population Forecast 2000-2025: Findings in Support of Forecast. Ordinance 2004-012.

La Pine Population Forecast 2009-2029: Ordinance 2009-006

Oregon. Department of Land Conservation and Development. *Goal 2: Land Use Planning. Oregon's Statewide Planning Goals and Guidelines.*